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EXTENSION SERVICE

REVIEW



OUTDOOR RECREATION



The Extension Service Review is for Extension educators—in County, State, and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their communities.

The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes, and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.

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Back cover: Recreation Enterprises Play Big Part in RAD

EDITORIAL

Use of land and water resources for outdoor recreation is booming. Sparking this boom in what is now a \$20 billion business is the Nation's zooming population, now being increasingly clustered in metropolitan areas.

Every year sees more and more people seeking outdoor recreation—along rivers, beaches, in National and State Parks, National Forests, and State Forests. There are more hunters and fishermen, and more and more boating fans. Both public and private recreational facilities are hard-pressed to take care of the increasing demand. The enterprise of America's rural people will be needed to help fill the gap between the demand for outdoor recreation and its availability.

The increasing demand for outdoor recreation is bringing new income opportunities to rural America. Developments up to now in the way of farm vacations, picnicking, and other developments are but tokens of what the future may bring. The efficiency of American farmers in crop and livestock production may well be matched in the years ahead by their efficiency in supplying outdoor recreation to help meet the demands of the recreation market.—WAL

The New Emphasis on OUTDOOR RECREATION

by EVERETT C. WEITZELL

*Director, Resource Development and Public Affairs
Federal Extension Service*

AS THE stresses and strains of urban life become increasingly severe, a new emphasis is being placed on the value of country life. More and more the middle-income city-dwellers are seeking the type of recreation and relaxation that only the country can give. This urge for elbow-room and fresh air isn't new. It's simply an expansion of the age-old custom of the wealthy vacationer of seeking the quiet and solitude of the country.

In many respects this new emphasis on outdoor recreation is a reflection of the "conservation" emphasis of Theodore Roosevelt and Gifford Pinchot. The value of an understanding of the flora and the fauna of nature provides a moral strength that is sought, even unconsciously, by both young and old. And so outdoor recreation takes on a new emphasis in the 60's.

The vast amount of information collected in 24 volumes by the Outdoor Recreation Resources Review Commission (ORRRC) has provided a basis for much of the new emphasis. These reports provide detailed proof of many aspects of the supply and demand for outdoor recreation. The National forests and parks are overcrowded. All public recreation is increasingly inadequate. The answer to this dilemma is not simple, but there is an answer—to make fuller use of privately-owned natural resources.

This emphasis on the expansion of privately-owned recreation facilities satisfies at least three major objectives: (1) It offers a means of meeting the new demands for relief of the strains of urban life; (2) it offers opportunities for many rural people to expand employment and income; and (3) it provides a use for lands which are not currently needed in the production of crops.

To promote and develop this new emphasis, all resource agencies of the Federal Government have launched various programs. On the basis of the ORRRC recommendations, Congress established the new Bureau of Outdoor Recreation in the Department of the Interior. The Federal Recreation Advisory Council coordinates this activity under direction of the White House.

Important among the new authorities provided by Congress are those included in the Food and Agriculture Act of 1962 for the United States Department of Agriculture. Cost-sharing contracts for aiding farmers in the conversion of cropland to grazing, forests and recreation uses in designated counties are available through the Agricultural Stabilization and Conservation Service. Small watershed projects financed under Public Law 566 by the Soil Conservation Service now may include recreation as a cost justifying benefit, and provision is made for cost-sharing the additional capacity for recreational purposes.

The Farmers Home Administration is authorized to make loans to family farmers and associations and groups of rural residents for financing recreational enterprises and projects.

In addition to the programs of Interior and Agriculture, the Area Redevelopment Administration of the Department of Commerce is emphasizing the contribution that recreation projects can make to resource development. In addition to low-cost loans for financing recreational projects in designated redevelopment areas, grants are available for technical assistance and development purposes. Financial assistance is available, also, from the Small Business Administration and numerous private credit sources.

A most important contribution to this effort to meet the demands for more outdoor recreation is being made by the Cooperative Extension Service. Educational and technical guidance to recreation through Extension is not new. Some State Extension Services have been providing such educational help to the tourist and motel businesses for a number of years, especially in the Lake States. Many others have been assisting farmers and other landowners in developing and managing vacation farms, shooting preserves, fishponds, campgrounds, and other private recreation enterprises.

Assistance to farmers and ranchers in developing recreation projects to supplement the farm income is growing rapidly. Several State Extension Services have issued leaflets and other guidelines for vacation farms. The USDA has prepared a Farmers' Bulletin to guide the development of recreational projects and a guide for urban people seeking farm vacations. Both National and State associations of vacation farmers have been organized to provide advertising and promotional services. County Extension agents are assisting in housing, sanitation, and licensing requirements; insurance and safety responsibilities; and other phases of project planning.

Recreation as a farm enterprise is relatively new, except for dude ranches and similar establishments. "City relatives" often vacation on Uncle John's farm. More and more families are willing to pay for farm vacations. As community leaders realize the economic value of this type of recreational development, they will assist in providing community facilities and attractions to supplement and complement farm vacations. Community swimming pools, historical sites, barn dances, and other income-producing attractions are possible.

Rural Areas Development committees should thoroughly explore the opportunities for all types of private and public outdoor recreation in preparing their OEDPs. They may assist in providing training programs and educational services to farmers and other landowners. Technical Action Panels should bring the respective program resources to the attention of local leaders as they counsel and assist RAD committees and subcommittees in preparing overall economic development programs. The USDA-Extension team, with help from numerous other Federal, State, and local agencies can boost the new emphasis on outdoor recreation. It's another way of helping people to help themselves! ■

One Year Later

The Nation's Newest Conservation Bureau

by EDWARD C. CRAFTS, *Director*

*Bureau of Outdoor Recreation
Department of the Interior*

THE BUREAU of Outdoor Recreation, a year old last April, has generated much interest among conservationists since its establishment. We are constantly being asked:

What is the new Bureau?

What are its responsibilities?

What has it done?

What is going to come of it?

The Bureau of Outdoor Recreation is something of a curiosity. Two months after the Outdoor Recreation Resources Review Commission (ORRRC) recommended its creation to the President and Congress, the Bureau was formed. Similar studies and recommendations often have gathered dust or been adopted slowly and reluctantly. The swift response by President Kennedy and Secretary of the Interior Stewart L. Udall in establishing the Bureau, demonstrated their recognition of a pressing need and a willingness to meet it. As a result of the ORRRC studies and subsequent action, recreation not only has the attention of more ears than ever before, but of more important ones at Federal, State, and local levels.

The new Bureau also is somewhat of an experiment in government. Lodged administratively within the Department of the Interior, it is charged with government-wide responsibilities. One of these is the unique assignment of promoting coordination of the recreation aspects of the programs of all Federal agencies, including those in the parent department.

The Bureau acts as a focal point within the Federal Government for all outdoor recreation activities. It manages no land or facilities.

The Bureau is small and plans to remain that way in the future. Currently it has about 100 employees. To be effective, its sights must rest on quality performance rather than quantity. Recruitment has been careful, to insure hiring employees with depth and variety of educational backgrounds and experience.

The Bureau has six divisions: Federal Coordination; Education and Interpretation; Research; Planning and Surveys; Cooperative Services; and Administration.

At the time of creation, Secretary Udall charged the Bureau with six responsibilities:

1. Coordination of related Federal outdoor recreation programs.

2. Stimulation of and provision for recreation assistance to the States.

3. Sponsorship and conduct of research.

4. Encouragement of interstate and regional cooperation.

5. Conduct of recreation resource surveys.

6. Formulation of a nationwide recreation plan on the basis of State, Regional, and Federal plans.

There are more than 20 Federal agencies whose programs include some phase of outdoor recreation. The Bureau's ability to promote the coordination of the recreation aspects of these programs depends on a number of aids and helping hands.

Shortly after the Bureau came into being (on April 27, 1962) President Kennedy created a Cabinet-level Recreation Advisory Council, composed of Secretaries of the Departments of the Interior; Agriculture; Defense; Health, Education, and Welfare; and the Administrator of

the Housing and Home Finance Agency. In November, 1962, the Secretary of Commerce became a Council Member. Chairmanship of the Council rotates every 2 years, with the Secretary of the Interior serving the first term.

The Recreation Advisory Council, like the Bureau of Outdoor Recreation, was recommended by ORRRC. The Council provides policy advice to the heads of Federal agencies on all important matters affecting outdoor recreation resources and promotes interdepartmental coordination.

The President's Executive Order establishing the Council instructs the Secretary of the Interior, in consultation with other members of the Council, to develop methods and procedures for improved interagency coordination in developing and carrying out National outdoor recreation policies and programs.

In these functions, the Council is instructed to include advice to Federal agencies on several aspects of outdoor recreation resources.

1. The protection and appropriate management of scenic areas, natural wonders, primitive areas, historic sites, and recreation areas of National significance.

2. Management of Federal lands for the broadest possible recreation benefit consistent with other essential uses.

3. Management and improvement of fish and wildlife resources for recreation purposes.

4. Cooperation with and assistance to the State and local governments.

5. Interstate arrangements including Federal participation where authorized and necessary.

6. Vigorous and cooperative leadership in a nationwide recreation effort.

As one of his duties, the Director of the Bureau of Outdoor Recreation serves as chairman of the staff of the Recreation Advisory Council. To assure adequate representation of views of the participating departments at staff level, several of the member departments provide a policy-level staff representative to work with the Director on Recreation Advisory Council matters.

Herein lies a significant facet of the Bureau's ability to promote Federal coordination. The machinery available includes the Recreation Advisory Council, close consultation with liaison representatives from the participating departments, legislative review, budget review, and the force of public opinion favoring a closely coordinated, highly effective National plan and program of outdoor recreation.

The Bureau of Outdoor Recreation has close working relationships with the Bureau of the Budget, the coordinating arm of the President extending to all agencies. To date, the Federal agencies have worked cooperatively with the new Bureau on a variety of programs.

Assistance to States—Provision of broad, intensive recreation assistance to the States depends upon action of the Congress. On February 15, 1963, President Kennedy sent to Congress a Land and Water Conservation Fund Bill. This would provide grants-in-aid to the States for outdoor recreation, and Federal funds for acquisitions to the National Park System, the National Forest System, and to the Bureau of Sport Fisheries and Wildlife for preservation of species threatened with extinction. The bill was introduced as S. 859 in the Senate, and H.R. 3846 and other numbers in the House.

The grants-in-aid would be available to States on a matched-fund basis for outdoor recreation planning, acquisition, and development of recreation land and water areas.

The Fund Bill involves no new taxes. It would derive monies from sale of surplus Federal land, allocation of the existing 4-cent tax on fuels used in pleasure craft, admission and user fees at Federal areas, and advance appropriations to be repaid from the sources of revenue named.

The Fund would make available an estimated \$180 million a year to the States and for Federal needs, including repayable appropriations averaging \$60 million a year beginning the third year of a planned 10-year program.

Money in the Fund would be available approximately 60 percent to the

States and 40 percent for Federal use. One-fifth of the States' share would be divided equally among all States, three-fifths according to proportion of National population, and one-fifth according to need as determined by the Secretary of the Interior.

States would be required to expend acquisition and development funds in accord with an approved State-wide recreation plan. Acquisition and development funds would be available on a 70 percent State and 30 percent Federal basis, while outdoor recreation planning funds would be provided on a 50-50 matching basis.

Research—Really astounding is the lack of comprehensive research in outdoor recreation, particularly since it involves 90 percent of the people, one-half billion acres of land, a consumer expenditure of \$20 billion a year, and vast public programs. There is much need for research on a variety of recreation problems. The Bureau of Outdoor Recreation expects to move rapidly in sponsoring and conducting research when its program is underway. A major recreation conference, jointly sponsored by the Bureau of Outdoor Recreation and the University of Michigan was held in Ann Arbor this past May.

Surveys—In recreation resource surveys, interstate and regional cooperation, the Bureau is seeking reasonable solutions in specific areas where questions have arisen concerning the type of recreation most appropriate, the relationship of recreation to other resource needs, and jurisdictional problems. In many cases, solutions are difficult from the standpoint of time and because advocates of various ideas often hold strong and opposing convictions.

The State and Local Role—In formulating a nationwide recreation plan, the Bureau recognizes that State governments must play the key role. They occupy the middle level in government, between Federal and local agencies. In many ways, they are more advantageously situated than either local units or the Federal Government to deal with public recreation needs.

The new Bureau has been surprised at the number of State and

local agencies and private organizations in outdoor recreation. There are some 500 such State agencies, an average of 10 per State. There are a multitude of private organizations. The dispersion of responsibility within the Federal Government, at the State level, and locally does not lend itself to strong immediate action.

In addition, private organizations are divided and in some cases competitive; some groups representing several interests are articulate and fully organized; other outdoor recreationists have no real spokesmen among any of the organizations. There is need for unification of effort, for cohesiveness among the private organizations.

State organizational problems lie behind one of the main findings of the ORRRC studies. Most States have problems of personnel, inadequate financing, and lack of civic and political support for comprehensive recreation programs. The Bureau is approaching these problems by suggesting that States designate a central point of responsibility and contact in the outdoor recreation field.

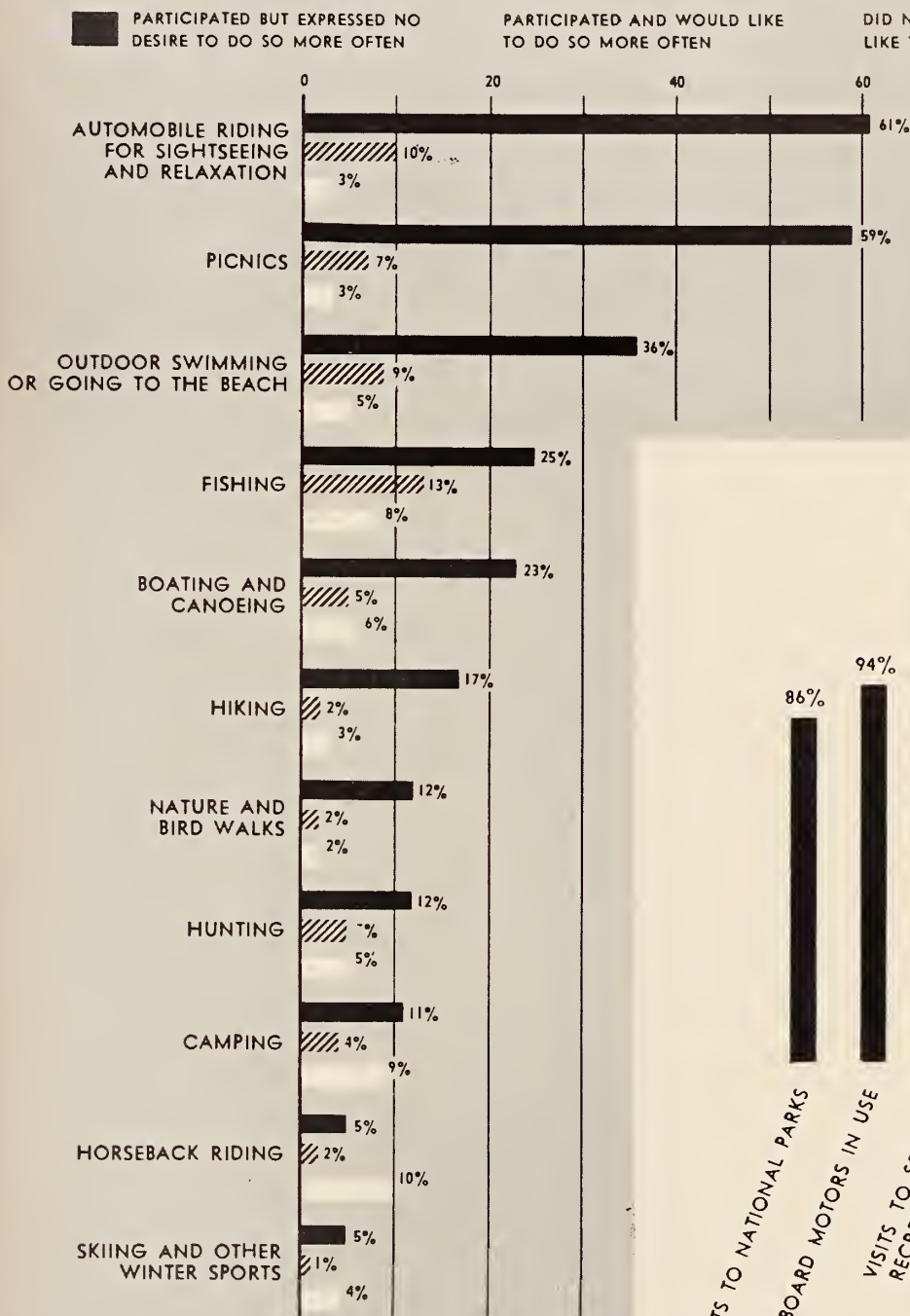
Several States are moving forward actively. Maine, North Carolina, Oregon, Wisconsin, Nebraska, Ohio, California, and Oklahoma have designated agencies to serve as points of contact in relations with the Bureau of Outdoor Recreation. Other States are in the process of assigning similar responsibilities.

Areas of Action—If requests for services are valid criteria, BOR's success rests assured. The flow of proposals for recreation research, requests for consultation on critical or disputed recreation projects, and invitations to speak and write many times exceed the working capacity and funds of the new Bureau.

However, there has been time to begin establishing working relationships with the Federal agencies concerned with outdoor recreation; to function as staff to the Recreation Advisory Council; to draft proposals for guidelines and procedures to be used in formulating National recreation policies and plans; and to help implement several existing Federal programs offering assistance to individuals, local groups and agencies,

The demand is surging. Whatever the measuring rod—visits to Federal and State recreation areas, fishing license holders, the number of outboard motors in use—it is clear that Americans are seeking the outdoors as never before. And this is only a foretaste of what is to come.

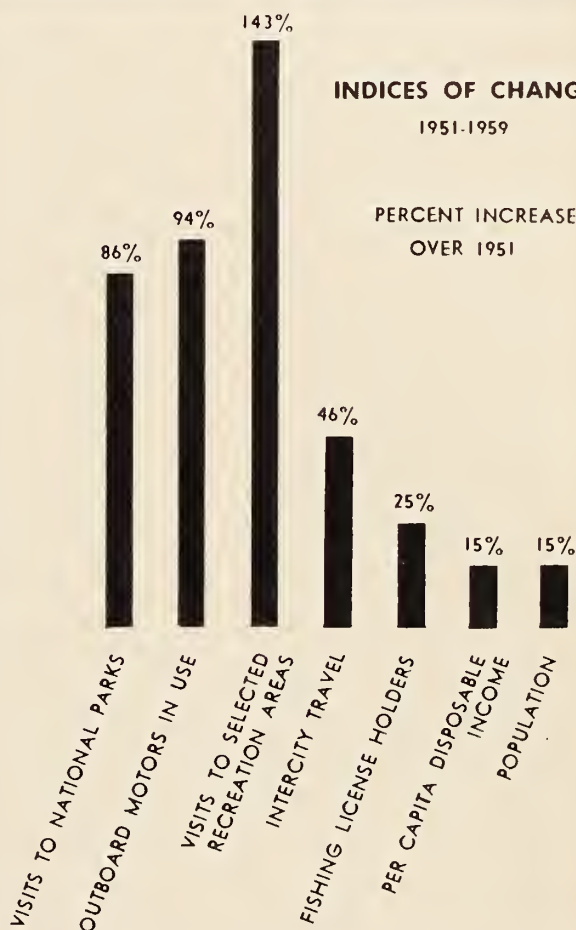
EXPRESSION OF PREFERENCE OF PARTICIPANTS AND NON-PARTICIPANTS IN OUTDOOR ACTIVITIES



INDICES OF CHANGE

1951-1959

PERCENT INCREASE OVER 1951



and the States. The Bureau has also worked on a number of State, regional, or interstate problems and proposals such as the Whiskeytown-Shasta-Trinity National Recreation Area in California, the Lewis and Clark Trail across 10 States of the West, Pictured Rocks in Northern Michigan, the Allagash Area in Maine, the Allegheny Reservoir Area in Pennsylvania, and Assateague Island in Maryland. Much helpful financial aid in outdoor recreation is available from the Departments of Agriculture and Commerce, the Housing and Home Finance Agency, and the Small Business Administration.

In addition, the Bureau is charged with carrying out and is proceeding

with these special assignments:

1. Furnishing advice to the Administrator of the Housing and Home Finance Agency on applications for financial aid in open-space land acquisition.

2. Review of areas proposed for transfer to State and local governments for recreation purposes under the Surplus Property Act of 1944 and the Recreation and Public Purposes Act of 1926.

3. Responsibility for providing advice on proposals submitted to the Area Redevelopment Administration for recreation programs.

The Program Ahead—Until funds and legislation are forthcoming, the Bureau's progress will of necessity be limited. The 88th Congress by its de-

cisions will chart the course and gauge the progress of the Bureau of Outdoor Recreation.

The Bureau exists to fulfill an effective role in recreation resource development. To do this, it must have money; and it needs basic statutory recognition by the Congress. The Bureau likewise sees a need for a Land and Water Conservation Fund to finance much-needed State and Federal outdoor recreation programs.

ORRRC's recommendations have been widely supported. They have gained impetus through formation of the Bureau of Outdoor Recreation and the Recreation Advisory Council.

The Bureau is organized. It stands ready to move ahead vigorously on all its responsibilities. ■

Wildlife Development Depends on Access to Land

by ROBERT G. WINGARD

Chairman, Forestry and Wildlife Management Extension Pennsylvania

WILDLIFE is unique among natural resources. The public owns it, government administrators it, private landowners help produce it, it generates economic benefits to the community, recreation-minded people use it, and nearly everyone misunderstands it.

Access to land and water is the central issue in wildlife recreation. In the "good old days" you could drive to the country to hunt, fish, or hike with little or no interference. It was assumed that land and water automatically provided outdoor recreational opportunities, and that all people had to do was head for the farms, forests, and streams where everything would be in order. With today's hunting and fishing pressure, the need is clear for resource management programs which include access to the recreation area as a major consideration.

Wildlife resource development is not new nor is it unique to Pennsylvania. However, this State's close association of a large urban population, a substantial agriculture, extensive forests, abundant water supplies, and topography suited to all types of recreation create both opportunities and difficulties.

Pennsylvania is near the center of the world's greatest outdoor recreation market. Seven out of ten of the largest U.S. cities and about 100 million people are within a 500-mile radius; there are both large metropolitan areas and wide expanses of open country. Within 100 or 200 miles of the urban centers, large areas of wooded, mountainous terrain support one of the largest big-game populations in the country, and both farm and forests offer diverse and abundant small game. About 9 percent of all Pennsylvanians hunt—the big-game harvest is near the top in the Nation—while Pennsylvania attracts more non-resident hunters than any other State.

Land use adjustment presents problems of how to best develop the

land, water, forest, and wildlife resources. One facet is the problem of creating new land uses or expanding old ones that will be attractive and useful to nearby urban citizens. Another is guiding or controlling diverse uses of land so that desirable combinations are obtained, with a reasonable reconciliation of private and public interests in the land.

There will always be a combination of public and private ownership of lands for wildlife recreation. Public lands have become a symbol of outdoor recreation. Here the ownership, management, development, and use are in good order, and the critical question of access does not apply.

Private Land Needed

Even with a fine system of public lands, it is clear that wildlife recreation in Pennsylvania, and for the Nation as a whole, largely depends on four-fifths of the land which is privately owned. The relatively small size of these holdings in Pennsylvania makes management difficult. The size of our 100,000 farms averages 120 acres and the 300,000 forest owners have holdings which average only 40 acres.

Landowners and recreation groups alike are searching for sensible control and access arrangements for private land. The signs owners use

to restrict and regulate access are eloquent proof of this concern. Many land-use arrangements have been developed to accommodate orderly access and use of private land and water for hunting and fishing. However, new ones are needed.

The Farm Game Cooperative Program was started in 1936, and is essentially long-term State leasing of hunting rights from groups of private landowners in return for certain services, management, and incentives to landowners. Generally, this involves blocks of several thousand acres. Nearly 12,000 farms comprising 1.3 million acres of farmland were managed this way in 1962. These cooperative arrangements joined multiple ownerships into 163 manageable units. These units obviously result in more satisfactory hunter control, access, and use of private land for hunting than if the landowners attempted to handle the recreation pressure individually.

The Safety Zone Program is a short-term State lease of hunting rights from individual landowners who own 50 acres or more. In 1962, nearly 7,000 farms comprising about 1.3 million acres of private land were involved in this program. The essential features of both lease arrangements insure landowners protection of private property by strengthened law enforcement and management efforts by professionals. In return, more orderly hunter use and access is insured on these lands. While no direct lease payment is made, the cost of the program is about 25 cents per acre for services and incentives to landowners.

The Game Commission serves in the capacity of making access arrangements between landowners and the hunting public on terms agreeable to both groups. The fact that 19,000 farms and over 2½ million acres (about one-fifth of the owners and farmland area of the State) are involved, attests to the success of the program. There is an unfulfilled demand by Pennsylvania farmers to become part of this cooperative program.

In addition to the direct benefits of this cooperative program, it contributes significantly to rural-urban



Cabin and camp development is clearly an opportunity for individual landowners and communities to benefit from wildlife resource development.

relations. Rural communities which accommodate orderly access and wildlife recreation, gain substantial economic benefits by hunters' purchases of goods and services; by an improved local tax base on cabins, cottages, and other facilities developed by sportsmen; and by strengthened markets in the urban centers where most of the hunters live.

Private Enterprise

Regulated shooting preserves on fishing lakes are one way of providing satisfactory and acceptable recreation for some hunters and fishermen. These privately-managed developments are stocked with game birds or fish and are operated to provide hunting or fishing recreation for a fee. Enterprises like these offer landowners the opportunity for profitable use of their land. They partially meet demands by sports enthusiasts for available and accessible shooting or fishing areas. Fees paid by hunters and fishermen put this kind of recreation on a pay-as-you-go basis. This is private enterprise in wildlife management.

Despite opportunities for the future, both shooting preserves and fee fishing lakes face some problems.

Little research has been directed toward these enterprises, so most of them have been developed by trial and error.

These operations require the right combination of land, equipment, and management to yield a satisfactory income. Certainly the future demand for hunting and fishing will create profit opportunities for landowners. To succeed, operators must work hard, have a business sense, understand the needs of the sportsman, and be informed in wildlife management techniques. Wildlife resources are a manageable recreational asset on public lands. Should most wildlife recreational opportunities be limited to these public areas? Can we afford to have enough public lands to satisfy the demand?

State leasing of private land, as in the Farm Game Cooperative Program, offers an arrangement which is satisfactory to the owners of over 2.6 million acres of farmland. Should there be increased leasing by State agencies of private land for hunting, fishing, or other uses? Should the successful Farm Game Cooperative and Safety Zone Programs of the Game Commission which have functioned so well on farmland be adapt-

ed to fit forest land? Should we consider Forest Game Cooperatives which make the arrangements between forest owners and recreational groups? If more State leasing programs are needed, will sportsmen be willing to support increased fees which these programs will require?

Regulated shooting preserves and regulated fishing lakes offer wildlife recreational opportunities in return for direct fee payment. The number of these private developments has been increasing in response to the demand for them. Should the private preserve concept dominate wildlife recreational development? Or what combination of private and public development would satisfy the demand?

Or will nothing be done? If wildlife resources and their use continue to be more conflicting with other uses, everyone stands to lose. As landowners restrict or control access, more recreational pressure is forced on open areas thereby creating the risk of additional conflict. Landowners often find it difficult to enforce their restrictions; sportsmen are already faced with an array of restrictive signs. And community development based on promotion will end in frustration unless a sound land and water management program including access arrangements, is developed to support the promotion. Likely everyone will be dissatisfied with the hodge-podge arrangements if nothing is done.

Which of these alternatives will satisfy the interests of farm and forest owners, sportsmen, businessmen, and the community?

Extension's Role

Extension education in Pennsylvania has stimulated interest, understanding, and participation in resource management. Major emphasis has been given to *Resource Development Through Land Use Planning* and *Deer Management Discussion Programs*.

Results of these programs have demonstrated several benefits.

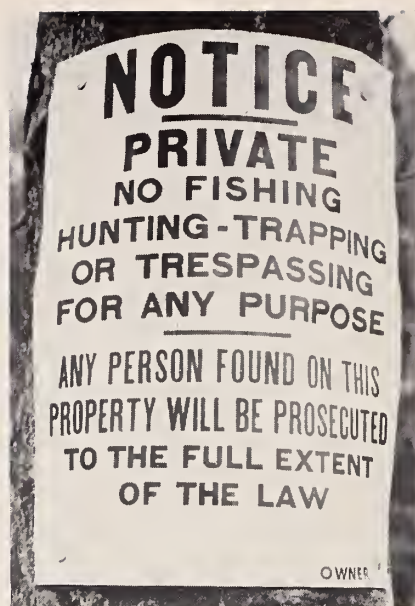
1. Increased understanding and acceptance of the application of science to resource management.

2. Willingness of citizens to discuss ways to build the \$140 million annual wildlife recreation industry of the State on terms satisfactory and acceptable to landowners and resource users.

3. Development of interest in planning and zoning rural land use by "districts," such as forest-wildlife districts, agricultural-recreation districts, wetlands-wildlife districts. Sportsmen's interest in resource planning helps to identify land for recreation, to establish standards for facilities, and to eliminate conflicts of mixed land use.

4. Strengthened essential cooperation between institutions, agencies, groups, and individuals in resource management.

An Extension publication entitled, "Rural Land Use Planning" has been developed in response to citizen interest in resource adjustment and management. This will help strengthen our resource program and further enhance the wildlife development possibilities of the State. ■



Posting may partially solve the hunter pressure problem. But there is personal enforcement responsibility, and wildlife-crop damage, which cannot be solved by this alternative.

Regulated shooting preserves are aimed at the top of the sportsmen's market. Under 5 percent of the hunters patronize preserves in Pennsylvania.



A New Use For Cropland

by HORACE D. GODFREY

*Administrator
Agricultural Stabilization and
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TODAY the face of America is changing more rapidly than ever before in history. Increasing population, mushrooming cities, fewer and larger farms—all are creating new needs, new problems, and a new way of life for many.

To help the Nation's farmers adjust to meet some of the needs created by these changes, the Department of Agriculture was authorized last year by Congress to commit up to \$10 million for the purpose of developing on a trial basis, new uses for land not needed for the production of food and fiber. This program aimed at converting cropland to other income-producing uses such as recreational facilities, wildlife habitat, water storage, forests and grass, is being administered by the Agricultural Stabilization and Conservation Service.

Agricultural economists generally agree that the U. S. population will approach the 260-million mark by 1980. They also agree that despite this population increase, approximately 50 million fewer acres will be required to grow the food and fiber needed to feed, clothe, and house the entire population.

Private ownership of land and the farm family are national resources most Americans want to protect and maintain. They have been a source of national strength in meeting and solving both domestic and international problems.

As public recreation facilities feel the squeeze of shorter work weeks, increased population, longer vacations, and earlier retirements, then private facilities such as camping, hunting, fishing, picnicking, and hiking become the logical and natural byproducts of farmland conservation measures. These dams, ponds, pasture and timber developments, and other practices not only improve soil and water resources, but also provide

excellent habitat and feeding for fish and wildlife.

Through the application of advanced technology, the efficiency of the American farmer has increased so rapidly that today each farm worker is capable of providing for the needs of himself and 27 others on fewer acres than ever before. And this trend will continue.

This means that if the family farm—and family farm income—are to be maintained and improved, new uses must be found for land no longer needed for crop production.

That is the purpose of the cropland conversion being conducted on a limited basis in 1963.

In order to gain as much experience as possible with different types of crops, land, and farms, with varying income levels and different kinds of land-use adjustment opportunities, the program was divided into two phases.

In the initial phase, 41 counties in 13 States were designated as test areas where primary emphasis was placed on the conversion to grass and trees of land producing row crops, small grains, and tame hay.

To help meet the growing need for outdoor recreational facilities and to help conserve the soil, water, woodland, and wildlife resources on our farms, additional counties and projects have been designated in nearly every State as test areas on conversion of cropland to an approved type of recreation use.

Under the test program, eligible farmers who desire to take part will sign 5- or 10-year agreements, depending upon the type of land being converted and the type of project to which a conversion is being made. Agreements covering longtime projects like recreation and forestry are for periods of 10 years.

To assist farmers in making needed conversions, many of which are

costly and of a longtime nature, several types of payments are being offered. For example, participating farmers may be eligible for adjustment payments for shifting cropland to other uses. Payments for this purpose vary. They depend upon productivity of the land being converted, type of conversion, use to which the land is being converted, changes in operating costs, and increase in value of land based upon its new use. Adjustment payments are limited to land that is currently being used for crops and which is considered physically suited for continued use of crops.

Farmers may also qualify for conservation cost-share payments to help them meet the cost of conservation practices needed under the new use. Generally, conservation practices and rates in the trial areas are similar to those already approved under the Agricultural Conservation Program in each State and county. The most common practices being approved are tree planting, establishing and improving cover suitable for pasture use, contour strip-cropping, constructing dams, developing sod waterways, farm ponds, water management, and wildlife habitat.

Cost-share payments are also being made to help meet the cost of conservation measures needed in developing recreation projects. Included among these are such practices as the establishment of areas for picnics and sports, camping and nature recreation, hunting and shooting, summer water sports, and winter sports.

In those areas in the northern part of the United States where trees require perhaps 30 to 40 years or more to mature, forestry incentive payments are offered on a limited basis.

Perhaps the most eloquent example of the interest in the program is the fact that requests to participate have been far greater than could be handled with the limited funds available.

Certainly with the experience gained from these trial projects, it is reasonable to believe that both farmers and nonfarmers alike would benefit from an expansion of such a program in the years ahead. ■

Financing a New Source of Farm Income

by ROBERT S. CRITES

*Recreation Specialist,
Farmers Home Administration*

RECREATION is the one subject that interests just about everybody. It's a rare individual who doesn't enjoy some sport either as a participant or spectator, or practice a hobby in his spare time.

Outdoor recreation—swimming, hunting, fishing, camping, and other participant sports requiring open space—stand high on the list of recreation activities enjoyed by Americans. According to one estimate, about 90 percent of all American adults engage in some outdoor participation sport, including sightseeing, during the year.

The popularity of these sports is growing, spurred on by a vigorous and leisure-minded population that is young in spirit as well as in average age. By the year 2000 the U. S. population will double. The demand for recreation facilities, however, will nearly triple.

The President's Outdoor Recreation Resources Review Commission predicted last year that 75 percent of the population will be living in concentrated urban areas by 2000, compared with 63 percent today.

"The pressure is most acute in the Northeast," says the Commission, "which is fast becoming one long city, but it has been building up in every section of the country. The South is rapidly becoming more urban, and the West Coast is well on its way to producing some of the greatest conglomerations. Even the wide-open spaces of the Farm Belt are feeling the pressure . . ."

There's plenty of land and water resources for recreation at present. But—and here's the rub—most of these resources are in the West and Alaska, while most of the people are concentrated elsewhere. As the Commission's report put it, "Much of the

West and virtually all of Alaska are of little use to most Americans looking for a place in the sun for their families on a weekend, when the demand is overwhelming. At regional and State levels, most of the land is where people are not. Few places are near enough to metropolitan centers for a Sunday outing. The problem is not one of total acres but of *effective* acres."

One excellent way of overcoming the problem of too many people and too little recreation space is to develop effective recreation areas on farms within driving distance of population centers. About 70 percent of all the land in the U. S. is in private farms, ranches, and woodlands. In general, this acreage makes up the largest single supply of open land *near* the population centers.

After considering all aspects of this complex problem, Congress, in late 1962, authorized Farmers Home Administration to loan money to farmers and small rural associations to finance recreation enterprises. In April 1963 the first 14 loans totaling \$128,000 were announced. About 400 applications from farmers and 80 from associations had been received by Farmers Home Administration county offices at that time.

Among the first 14 enterprises being financed by FHA are on-the-farm accommodations for vacationers, a small community golf course, production of quail for controlled hunting, a river shore public recreation area and boat dock, and bait-production for hunters.

One loan, of about \$18,000 was made to a farmer in Cleveland County, North Carolina, to enlarge a golf course. He started the course in 1961 by reconverting part of his cotton and beef cattle farm. He also plans

to use some of the loan to improve lake and shore picnicking facilities.

After the project is completed, his farm will include 135 acres, with 80 acres in the golf course, a 6-acre lake stocked with fish, and a beef cattle enterprise. The farmer himself will do most of the land leveling and re-development work, with the aid of hired equipment and part-time labor.

He's located in the center of an expanding population area covering parts of two States. In fact, this farmer came to FHA for a loan because booming business indicated that it was time to expand, and no other financing was available.

Loans for recreation purposes are made to farmers at 5 percent interest and are secured by either chattels or real estate. The maximum chattel loan is \$35,000 for up to 7 years; the maximum real estate loan, \$60,000 for up to 40 years.

Almost any income-producing outdoor recreation enterprise with a good prospect of succeeding in the area is eligible for financing.

After a loan is made, the borrower must continue to receive a substantial amount of income from farming. The recreation enterprise will be considered for financing only if the farmer-applicant and his family can furnish most of the labor after it has been developed.

Farmers Home Administration loans to nonprofit groups in rural areas may be made up to a maximum of \$1 million for 40 years; the interest rate varies between 4.5 and 5 percent. The money may be used to finance public parks, community golf courses, wildlife areas, and similar community recreation projects.

Recreation loans for farmers have a threefold objective: To increase income; raise the number of more convenient recreation facilities for city folks; and to put land unneeded for crops into income-producing uses.

If initial reaction to the first recreation loans are any indication, the success of this new program seems assured. These days more Americans than ever before have the money and leisure time to enjoy outdoor recreation—that is, if they don't need to go 5,000 miles to find some space. ■

Watershed Projects Pr

by GLADWIN E. YOUNG

Deputy Administrator
Soil Conservation Service

THE SMALL Watershed Program offers real opportunities to small towns and rural areas in stimulating economic growth. Where watershed projects have been developed for multipurposes, the benefits have been far-reaching. In many areas the program has acted as a catalyst to inject new vitality into rural America.

The primary purpose of a watershed project is to get the most value from land and water resources. To do this, projects may include flood-prevention, recreation, fish and wildlife development, municipal and industrial water supply, and agricultural water management developments such as drainage and irrigation.

In established watershed projects, freedom from floods has taken much of the risk out of farming, reduced erosion and siltation, and stabilized farm incomes. It has also lowered road and bridge maintenance costs and reduced flood damage to public property.

The availability of fresh water for municipal use has enabled many small communities to once again move ahead, attract new industries, curb underemployment, and expand services to new residential areas. Improved drainage and irrigation on agricultural land has enabled farmers and ranchers to reduce losses from too much or too little water.

The same structures that hold back floods and store water for municipal and irrigation uses, are ideally suited for water-based recreation development—swimming, boating, fishing, camping, and picnicking.

Most important, watershed projects have been extremely effective in bringing people together. Bankers, businessmen, merchants, and farmers seek a common goal as project sponsors. As diversified as their individual interests may be, they realize that the foundation of future economic growth lies in developing the area's natural resources.

This cooperative bond often continues after the project is completed when action groups are formed to attract industry, develop recreation facilities, or promote better schools and jobs to keep the youth in the area. In many cases the final results are of far greater economic value than those measured in the benefit-cost ratio of the project itself.

An example is the Mud River Watershed project in Logan County, Kentucky. Here a new industry employing 51 people was attracted to the area because of a guaranteed water supply from one of the watershed reservoirs. A local businessman opened a boat shop to meet the demands created by the new 900-acre lake which was developed as part of the watershed project for recreational purposes by the Kentucky Department of Fish and Wildlife Resources, co-sponsors of the watershed project.

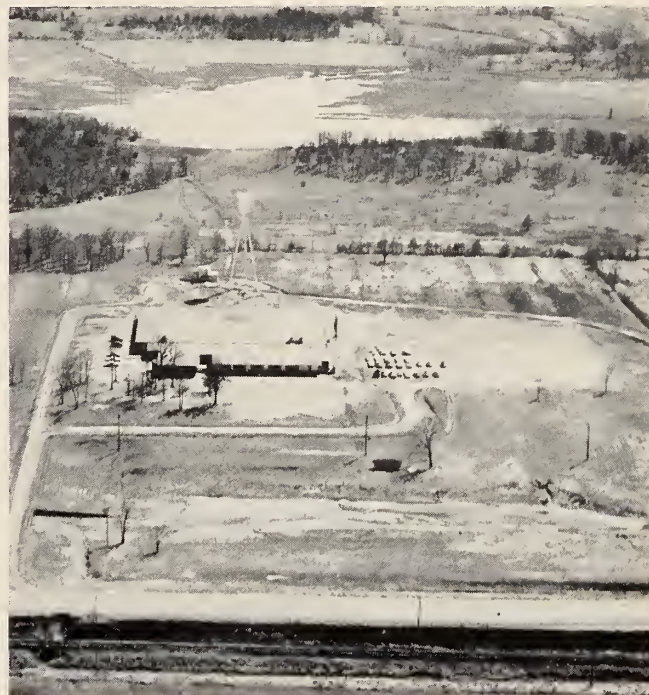
The lake and new State Park adjoining it will be definite tourist attractions in the area. More than 200 building lots have been sold thus far on the lake's perimeter, ranging in price from \$500 to \$1,500. A sportsman's lodge has been built at the cost of \$35,000.

Prior to the watershed project a 100-acre farm in the area had an assessed valuation for tax purposes of \$300. The assessed valuation of a 100-foot lot on this same land is now about \$1,000 for the lot and cabin.

The Emerson Electric Company built a \$4 million plant—which will eventually employ 600 people—at Paradise, Kentucky, just 20 minutes from the lake. Company officials rated the lake as a key factor in their choice of location.

On the watershed's farmland, soil conservation practices have increased more than 200 percent in the past

In an Arkansas watershed project, three new industries were attracted to the area as a result of flood plain protection and ample water supply from flood detention reservoirs. One of the industries is pictured below.



promote Economic Growth



Watershed reservoirs are ideally suited for recreational development. People travel many miles for a place to swim, fish, go boating, and picnic. Pictured above is such a development in the Cummins Creek Watershed project in Texas.

4 years. The county extension agent reports that this new emphasis on soil conservation has resulted in an unprecedented growth in livestock farming. As an outcome of this accelerated interest in livestock both the University of Kentucky and the County Extension Council, expect Logan County's income to increase by \$4 million a year.

The Mud River Watershed project has a benefit-cost ratio of \$2.20 for every \$1 invested. This does not include possible future income from industrial expansion, tourist trade, new businesses, and more efficient use of farmland, which area people believe will be substantial.

This is only one example: there are many others. The program has made excellent progress since it was first authorized by Congress in 1954. Since then Congress has acted repeatedly to broaden the scope of the program, making it an even more effective conservation tool.

In the Food and Agriculture Act of 1962 the Watershed Protection and Flood Prevention Act was amended to allow the Federal Government to cost-share on recreational developments for public use and advance funds to enlarge reservoirs for future municipal water supply. Many watershed sponsoring organizations are already taking a keen interest in the recreational provisions.

In the relatively few years the Act has been in exist-

ence, there have been 457 watershed projects approved for operation. Of this number 74 are already completed. There is presently a backlog of 1,011 applications awaiting action, and this number increases with each passing year.

State governments, realizing the potential of watershed projects, are taking increased interest. This year States will spend \$2½ million of their funds to accelerate watershed planning. There is also an increasing number of States providing assistance to sponsoring organizations in obtaining land easements and rights-of-way for project development.

Not only has the program been effective in bringing local people together, but it also offers an excellent opportunity for various State and Federal agencies to work cooperatively in areas of education, technical assistance, credit, and cost-sharing. The importance of education in the watershed program cannot be over emphasized. Local people must have a thorough understanding of the opportunities of the project and the obligations the sponsors will assume. This groundwork may precede the actual watershed application stage by a couple of years.

In overall watershed protection needs, the program is still in its infancy. Nevertheless it has already proved itself a most effective tool in rural areas development. ■

Land and Water Projects Offer Dollar-Earning Chance to Rural Young People

by THOMAS J. HAHN

County 4-H Club Agent
New Hampshire

THE Twin-State area of New Hampshire and Vermont today presents challenging opportunities in land and water projects for youthful citizens. Countless visitors from the densely populated areas of Massachusetts, Connecticut, and New York are now making use of our improved road systems to spend time here. "Out-of-Staters" and residents alike, with leisure time have a variety of interests to be served. There are hunters, fishermen, campers, boaters, hikers, skiers, and camera enthusiasts. In ever-growing numbers they are seeking recreational experiences among our scenic mountains, lakes, and streams.

As yet, private enterprise in the area has only begun to develop our outdoor recreation potential. Rural youth can find many opportunities in land and water projects—opportunities, to help fill fast-growing public needs, while providing a satisfactory dollar return to the individual.

Many of our dairy farms, for example, are not large enough to provide sufficient income for more than one family. As young people graduate and marry, they must leave the farm or develop a supplement to the present family income. An outdoor recreation project could be the solution for youth faced with this problem.

One of the feature attractions at the Sawyer Mountain Picnic Area is prepared for spring by Danny O'Brien.



Such a project is fitting handily into the long range plans of the William Haggett family in Canaan, New Hampshire. Mr. and Mrs. Haggett carry out a family farm operation with their married son, Rodney. Their 400-acre farm is located in a sparsely-populated, but scenic area of the State. Only 65 acres are in tillage and of this, nearly half has been cleared and reclaimed by Rod and his father since 1957. When Rodney, an outstanding 4-H'er, graduated from college last year, the family debated a move to a larger commercial dairy farm. However, after a study of the choices, the Haggetts decided upon a land-water-recreation type venture to raise income toward a two-family level.

Presently the Haggetts cater to hunters, taking up to 16 a day during the month-long deer season. Services provided include rooms, meals, and hunting privileges. The family also runs a booming Christmas tree business. Sales of trees and brush bring in around \$2,000 yearly with only family labor involved. Selective cutting, thinning, and pruning insures a continuing source of income from this project.

The Haggetts are now ready to expand further into the recreation field. With the help of the county agricultural agent and the Soil Conservation Service they have planned a 30-acre trout pond to be adjoined by a tent site area. The inclusion of fireplaces, toilets, and central water, along with a snack bar and fee fishing privileges, shows promise of a good return for investment. Although it is too early for final conclusions, it appears that opportunities in land and water development will make it possible for both Haggett generations to achieve their goals.

Opportunities for youth to gain an income from recreation projects while still in school are also plentiful. Rural nonfarm homes with a few acres of land can often qualify. In the Connecticut River Valley near Orford, New Hampshire the boys of the Frank O'Brien family are involved with such a development. The family has installed a coin-operated picnic ground in conjunction with their roadside vegetable stand. The attractively kept area features several tables with water, fireplaces, and grills. The area is "coin-operated" in that coins donated by the users pay for its upkeep.

A roadside stand selling homegrown vegetables at the picnic area entrance is run by Danny O'Brien, 16 and Jimmy O'Brien, 13. The two enterprises brought in nearly \$700 last season. Soon to be added is a "set fee" camping area with tent sites, rustic shelters, and a small pond. Mr. O'Brien, a vending machine businessman,

feels the recreation business has tremendous possibilities for young people of the area.

One of the greatest opportunities for youth interested in land and water use projects is the chance to do something in community service. Many of our small rural villages are badly in need of community recreation facilities. Quite often these towns feel they can ill afford the tax money necessary for such a project.

Such was the situation in Piermont, New Hampshire before youth took the lead. Two older 4-H'ers, Wilfred Smith and Lawrence Underhill, recognized the town's need. Together, with other members of their club, they made a land-use plan for some town-owned unproductive land. Their original outline included a pond site, picnic ground, recreation field, and nature area. The boys then began their selling campaign. Talking to local clubs, individuals, and town gatherings, they slowly gained interest and support for the program. A town drive for donations resulted, yielding enough to build a 100' x 80' pool. Using water diverted by pipes from a nearby stream, an excellent swimming area of varied depths was constructed. Townspeople contributed much of the labor and materials for the pool. The boys' 4-H Club worked long hours clearing land, burning brush, and pruning trees to improve the surrounding area. Members built a bathhouse and two wharves for the pool.

Piermont's girls' 4-H Club then undertook a swimming program for all children in the town. The club engaged a qualified instructor to give lessons, assisted by the 4-H junior leaders. For years the 4-H girls sponsored the swimming program with more than 50 youngsters enrolled each year. Town interest has now increased to the point where money for the project is appropriated yearly at town meeting. A town recreation committee with representation from 4-H, the Red Cross, Mothers Club, and other organizations has been formed to administer the program. Improvements such as another wharf, a diving board, picnic tables, and a second bathhouse have been added.

Aside from the children's swimming program the area is now used by many adult and family groups. Its pool-side picnic tables are busy all season. Truly the area, conceived and inspired by civic-minded youth, has filled an urgent community need. Surely such opportunities for youthful leadership and initiative exist in other towns.

Employment chances for youth stemming from land and water projects are many and varied. Area teenagers have been hired for watershed construction, Agricultural Conservation Program work, guide services, waterfront instructors, and snack bar or information booth attendants, to name just a few. For those with the ability and desire to tackle a project of their own, opportunities are rampant for camping and tenting areas, manmade fishing and boating sites, hunting preserves, and similar ventures. Extension is fast responding to problems arising in this field. Assistance in many forms can now be secured from agricultural agents, foresters, and soil conservation technicians. For youth in our Twin-State area the field is just opening. The opportunity is here, now, for those who will seek it out. ■



Lawrence Underhill and Tommy Stevens prepare to fill 4-H initiated pool for another year of community use.



Pruning Balsam Christmas trees also improves area for tent sites.

Jim O'Brien keeps picnic area neat. This feature and the roadside stand attract both residents and tourists.





FARM VACATIONS: Up 700 Percent in Five Years



by G. HOWARD PHILLIPS

*Assistant Leader
Extension Resource Development
Ohio*

OHIO is one of the leading States in the Nation in providing farm vacations for city residents. In the last 5 years, the participation in farm vacations has increased 700 percent. One Ohio farm family last year hosted 242 city guests.

A vacation-farm as discussed in this article refers to a participant in the Ohio Farm Vacation Program.

It is not known when the first paid farm vacation was offered in Ohio. However, several farm families, scattered over the State, have been hosting paying guests for a number of years. But it was not until the late 1950's that farm groups became interested in developing this resource.

Ten counties have now organized county farm vacation associations and have associated with the Ohio Farm Vacation Association. About 10 more county associations are in some stage of development.

The Ohio Cooperative Extension Service has played a major role in this fast-growing, newly-expanded farm enterprise. In January 1956, Monroe County was designated as a "Pilot county in rural development." Many projects and activities were developed in years following. In April 1959, the Extension staff discussed farm vacations as a supplemental income possibility.

The idea was discussed by the County Rural Development Committee, which suggested that its chairman and the Extension Rural Development Agent prepare information on this subject for the next meeting. Color slides of scenic and historical points of interest in the area were included.

Committee members had mixed reactions to the idea, so they recommended a mail survey to find out if there would be interest among local farm families. A questionnaire was prepared by a committee appointed for this purpose. Members of the committee represented broad interests. A greenhouse operator served as chairman; a farmer, a businessman, a farm housewife, and the county

superintendent of schools made up the group. The local Extension office provided the mailing list and assisted in printing and mailing.

Seventeen families responded and became the basic core of participants. The County Resource Development Agent arranged for a county judge to speak on the legal responsibility of this type of business. An Extension rural sociologist from The Ohio State University helped the group assemble pertinent information and spoke at a public meeting on the scope of the business of recreation.

Each participating farm is a business within itself. The main purpose for organizing county associations is to assist participants in advertising.

As the program became organized, certain county and State regulations were involved. The county agent was able to arrange for health officials to attend some of the meetings to inform people of local and State health regulations involved.

Developing advertising brochures became one of the early objectives for the association: each county now has a brochure. Local nonfarm business groups have supported this program financially as well as providing some leadership. A recent county association chairman was an automobile dealer.

The Area Resource Development Agent was to a large degree responsible for the spread of the farm vacation idea. As he met with county resource development groups, he pointed to the success of farm vacations in Monroe County. He made presentations on this subject and helped arrange for other speakers and for tours.

By 1960, three more counties had formed farm vacation associations. After some discussion by the county associations, the area agent called a meeting of the four organized county groups. This group organized the Ohio Farm Vacations Association. The Chief of the Division of Tourism in the Ohio Department of Industrial and Economic Development was invited to the next meeting. He agreed to assist the State association in the development of a Statewide farm vacation brochure. This brochure listed 67 Ohio vacation farms in 1963.



The tenor of the brochure, published annually, is as follows:

"Spend the vacation you have always dreamed about amid the beauty and serenity of an Ohio farm. Live the life of a king, or a country gentleman, for less than you would spend in your own home."

More than 100,000 copies were printed for distribution in 1963.

The farm vacations program brought on many problems. Local people turned to the Ohio Extension Service for help. In response to one request, the State leader in home economics and the District Supervisor met with representatives of five county associations to discuss these needs. As a result, home economics specialists conducted a five-session workshop on such subjects as: family insurance needs, preparing nutritious meals, keeping accounts and filing income tax on the farm vacation business, and selecting and buying furniture and supplies.

Now, several county home economics agents are working with individual farm families on problems related to this business. One home agent is teaching better writing skills to a county vacation association. Letter writing is an essential skill in answering inquiries.

County agents have served primar-

ily as educational consultants to farm vacation groups. Agents have provided educational "know how" in forming the basic organization, identifying other resource persons and groups, and securing the services of specialists in related areas.

Area Extension agents have helped spread the program by presenting basic information to county groups. They helped organize the State Farm Vacations Association and serve as educational consultants.

Specialists have supported the program in various ways. Rural sociologists helped make available pertinent data in developing an understanding of businesses in the recreation field.

A five-session workshop conducted by home economics specialists helped to orient people in meeting, serving, and preparing for visiting guests.

Extension personnel also assisted in conducting surveys and writing news articles appropriate to this endeavor. A leaflet, *Farm Vacations . . . A Farm Resource* was published by the Ohio Extension Service.

Farm vacations are a newly-expanded farm business in Ohio. Through education and organizational leadership, Extension has shown the way for these Ohio farm families to gain greater income and satisfactory living. ■



A pond, a sanded beach, a cabana, and a playground area for children comprise an income-producing recreation enterprise on a farm in the Freehold soil conservation district, New Jersey.

by **FRANK C. EDMINSTER**

*Assistant Director
Plant Technology Division
Soil Conservation Service*

Income-Producing Recreation Enterprises on Private Lands

STUDIES by the Outdoor Recreation Resources Review Commission (ORRRC) indicate that the demand by Americans for outdoor recreation will double within the next 15 years and triple by the year 2000. All forms of outdoor recreation activities have increased tremendously in the past 2 decades and now support a business exceeding \$20 billion annually. This trend will continue.

What are these activities and where will they take place?

Publicly supported facilities are already overtaxed. National, State, and local park and forest areas developed for recreation use are overflowing. Choice hunting and fishing areas are crowded. Facilities for skiing, camping, picnicking, and boating are inadequate. The ORRRC points out the urgent need for increasing these public areas. Many plans are underway to do so, but it is generally agreed that these developments will not meet the demand. The great opportunity to increase recreation facilities is on private lands—our farms and ranches—and it is here that much of the need must be met.

Opportunities for private enterprise by rural landowners in the recreation field are great. Thousands of instances of individual initiative on the part of farmers and ranchers

have pointed the way. And now, with new responsibilities in this field authorized by the Food and Agriculture Act of 1962, the Department of Agriculture is in a position to play a major part in furthering these developments on other thousands of rural properties. This will be, in the main, a four-pronged approach: Information, education, technical assistance, and cost-sharing and credit.

In accord with assignments by the Secretary, the traditional agencies will enlarge their areas of service to include recreation: Extension Service, Soil Conservation Service, Agricultural Stabilization and Conservation Service, and Farmers Home Administration. Agencies dealing with research, cooperatives, and rural areas development will expand their work in a similar manner.

The kinds of recreation enterprises that will develop on our rural landscape are limited only by the imagination of the operators and acceptance by the public. But primarily they will be of several familiar types.

Vacation Farms—farms or ranches that offer country board and lodging in the farm home. Here is a chance for city dwellers, young and old to get away from the noise and tension of city life, to participate in some of the regular farming activities, and

“commune with nature.” Farms with a variety of crops and livestock are best suited. This activity is a complement to the going farm business and requires little adjustment, although supplementary attractions offered to the guests may take both land and labor. This enterprise requires neat and comfortable sleeping rooms, modern plumbing, and good, country cooking. Personalities of the hosts and their effectiveness in making the guest's vacation pleasant are very important.

Picnicking and Sports Centers—selected areas on a farm usually centered on a pond or lake, with facilities for some combination of picnicking, swimming, boating, and various games. Participants may come singly or in groups, usually for a few hours or a whole day, for an outing.

These enterprises need to be close to towns, not over an hour's drive for the clients. Access roads and parking lots are part of the development; income is from fees for the use of facilities. Frequently the operator sells produce from the farm to the clients and may offer services such as barbecues or clambakes. Farms lacking a suitable body of water for these activities may have a site for building an artificial lake.

Fishing Waters—natural or im-

pounded waters that with proper management, provide good fishing. Some farms have shoreline access to natural fishing waters. Here the enterprise is one of offering access facilities such as boats, motors, docks, and bait. Most will be impounded waters wholly controlled by the landowner. He will need to be skilled in the management of the lake for fishing. The type of management will depend upon the kind of waters: some are warm and the fish reproduce and grow naturally; some are stocked periodically with fullgrown rough fish, such as carp; others support cold-water species such as trout and may be handled in any one of several ways. Sale of bait and supplies and the rental of boats frequently is a phase of the business.

Camping, Scenery, and Nature Areas—farms or ranches with areas of scenic beauty and natural attractions or ones that lie adjacent to public areas that attract vacationers. Campgrounds, and nature and riding trails are the most common features. Services provided may include the standard facilities of campgrounds; riding horses and pack train equipment; identification of unusual plants, animals, and minerals; and guides. Water suitable for recreational use is usually a requirement for campgrounds, except those for transient campers. Special skills in handling horses and in nature study may be needed.

Hunting Areas—farm or ranch lands that provide good opportunities for hunting wild game. The de-

mand for good hunting is widespread. A couple hours away from a city, hunting for any kind of game is marketable; for exceptional game species, any area is satisfactory. In order to develop and maintain consistently good hunting, there may be a need for adjusting farm crops and harvest methods and for building improved habitats. An area of several hundred acres is needed for a farm game enterprise and a thousand or more for big game. In many localities, this requires the development of cooperative ventures between two or more landowners. This is a seasonal activity and can usually be fitted harmoniously with the regular farming business.

Shooting Preserves—farms near cities where artificially-raised game birds are stocked under a controlled-shooting system. This is usually the primary farming business and the crops and cropping system are designed to facilitate the shooting. Trained bird dogs with a skilled handler are a part of the service and the operator must be skilled in handling both dogs and birds. If he raises his own birds, rather than buying them, he must have additional skills. The opportunity for this kind of enterprise is growing near most cities but the number will be small in most areas. These enterprises are regulated and licensed by the State wildlife agency.

Rental Cottages—building vacation cottages around a lake or in other scenic areas for rental to clients. Clients do their own cooking, furnish their own linens, and generally take care of their recreation activities. The operator maintains the cabins, provides access roads and takes care of the lake. A full, new development of this kind would involve lake construction; building of roads and cottages; and installation of potable water, electricity, sanitary facilities, docks, and fireplaces. Sometimes the developed units are sold instead of rented. ■

The author was chairman of the USDA Task Force on Income-Producing Recreation Enterprises on Farm Land.

Each summer the Dan Hood farm near Matthews, N. C. serves as a camp for up to 80 children at a time. Some are resident campers, others commute. Here Hood shows how to clean bluegills caught in one of the farm ponds.





These men are improving the wildlife habitat and forest on an APW project in the Mark Twain National Forest, Mo.

ment drive and its Development Program for the National Forests. APW combined the efforts of local people, their resources, and the resources of government. The result: numerous immediate benefits as well as an investment in the future.

The Forest Service was the first Federal agency to get projects underway. But it is only one of many Federal agencies which are administering projects, under the coordination of the Area Redevelopment Administration of the U. S. Department of Commerce.

About the need and value of this kind of work on the National Forests there is no question. Consider outdoor recreation, only one of the resources. This year these public forests will be host to an estimated 123 million recreation visits if the current trend continues—up from 113 million last year. Under the Development Program for the National Forests we had many projects already planned that we hoped to get ready for the influx of visitors this summer; but many of these would not

even have begun without APW funds.

While in recent years we have accelerated our recreation work, still many areas are overcrowded and new ones are needed faster than we can build them.

An editorial in a North Carolina newspaper said that 100,000 people last year were turned away from official campgrounds in the National Forests of western North Carolina, the Blue Ridge Parkway, and the Great Smoky Park.

Of course demands on the other resources are going up too—pressures for more water, timber, wildlife, and better range. But they are not as obvious as those for recreation.

More Jobs

There is no question about the need of many unemployed men for jobs, and of communities for more money in circulation. APW projects helped to meet these needs, at least temporarily.

Said one man starting to work: "I had been without a job four months." In one county there were 145 unem-

ployed men on relief rolls when the APW project began; within days only 10 employable men remained on the rolls.

APW funds provided an extra push to ongoing Rural Areas Development activities. One of these areas was Johnson County, Tennessee, where RAD is making outstanding strides, with 350 new jobs having been created within the past 2 years. The Forest Service channeled \$14,000 of APW money into the Cherokee National Forest partly in that County, to reopen old trails and build footbridges, camping units, and parking facilities. This further stimulated the county's recreation buildup. An additional \$150,000 is planned for recreation and wildlife work on that National Forest.

In this day of rapidly expanding outdoor recreation, new recreation facilities usually mean a harvest of better income for communities. For example, in 1948 tourists spent \$21 million in 31 counties of the Missouri Ozarks; by 1960 this annual figure had jumped to more than \$72 million.



Men clear the way for a road in the Kisatchie National Forest, Louisiana.

The Outdoor Recreation Resources Review Commission estimated consumer spending for outdoor pursuits at \$20 billion annually. Most of this, the Commission reported, is spent for food, lodging, gasoline, boats, and other equipment.

Wherever APW projects improved recreation facilities on a National Forest, the resources were thus enhanced in value and the local community receives more recreation dollars—all in addition to the direct benefit that accrued to the community and the men from their newly-found jobs.

None of the APW projects were so-called "made work." All were projects already in our planning, ready and needing to be done as soon as funds could be found for them. We were glad to see this aspect recognized by many newspapers.

A Crandon, Wisconsin, newspaper made this comment on an APW road-building crew on the Nicolet

National Forest: "This is not a breadline job, or a soft touch, as each of the men can readily attest. Instead it is a worthwhile task, with each man doing a bangup job."

Projects Vary

While forest roads, trails, and campgrounds received major attention, many projects accomplished needed improvements in the other resources—timber, watersheds, wildlife, and range.

Variety in resource development projects is shown in Madison County, North Carolina, where the per capita income is reported at \$750:

* 40,000 white pine seedlings planted—which means trees growing for the future, erosion control, and idle land put to productive use.

* Portions of the Appalachian Trail reconstructed—thousands of campers, hikers, hunters and fishermen, and firefighters use this trail which runs from Maine to Georgia.

* A telephone line to Rich Mountain lookout tower rebuilt—so that firefighters can get the jump on fires that might destroy all forest resources.

* A work-center yard at a Ranger Station was black-topped and a hunter-access trail constructed on Hurricane Ridge.

In the Cumberland National Forest in Kentucky, men on APW projects cleared out 2-acre patches on high, difficult-to-reach mountain country for helispots. These serve a double use: as landing areas for helicopters in fire suppression and for wildlife conservation and game production.

On the Kootenai National Forest in Montana, projects varied from construction of a water-storage tank at the Libby Ranger Station to the widening of a ski run at Turner Mountain.

In the Lake States for example, at one time 1,884 men were working on recreation areas, building construction, firebreaks, reforestation, wildlife habitat, forest roads and trails, and timber-stand improvement.

Now let us look at the overall picture. Out of an appropriation of \$400 million, President Kennedy initially allotted \$15 million to the Department of Agriculture for the Forest Service.

That was Friday, October 26. At once projects were activated on 83 National Forests in 35 States and Puerto Rico. On Monday, the 29th, the first men went to work and before the day was over about 1,000 men were on jobs.

At the peak of APW activity, December 1, 9,100 men were working.

In early 1963, additional funds were received and on March 8 totaled \$32.6 million. This was divided as follows: National Forests and forest research \$31 million; cooperative State and private forestry \$1.6 million.

The State Grant Programs include funds to States for cooperative forest fire control and tree planting.

Manpower conversions are at best rough, but the National Forest allocations provided the equivalent of one year's work to about 5,400 men.

The largest amount of funds went into: *forest roads and trails*, which

serve all the resources, facilitating public recreation, forest fire control, and improving overall access to the forest; *structural improvements for fire and general purposes*, which again has an overall application to protection and better administration; and *recreation-public use*, which directly affects the largest segment of the public.

Lesser amounts went into reforestation and timber-stand improvement, wildlife habitat management, range revegetation, soil and water management, fire protection, insect and disease control, research construction, and research in forest protection and range management.

Total Program

How does the Forest Service part fit into the total APW activity to date? ARA certified about 1,080 areas as being depressed and "eligible" for public works projects. Out of the original \$400 million appropriation, ARA was able to get projects going in 75 percent of the eligible areas.

National Forests and State Co-operative Forestry Projects reached some 450 of the 1,080 eligible areas. About one-third of the total area of the United States is in an eligible area and includes about 41 percent of the area of National Forests. This illustrates the tendency of distressed rural areas to coincide with predominantly forested areas. Much of this forest land was previously cutover—the timber stands and other forest resources are in great need of restoration and development. These areas in general have the poorest agricultural soils.

As of March 1, 1963, the U. S. Employment Service of the Department of Labor had certified 16,260 placements on APW jobs. At least 60 percent of these were on Forest Service projects.

Today many projects of all kinds, such as building construction, no longer use much unskilled labor. Fortunately our projects were able to employ a high percentage of the unskilled which makes up the largest pool of unemployed. In many areas Forest Service projects are the only substantial work opportunities for these unemployed men.

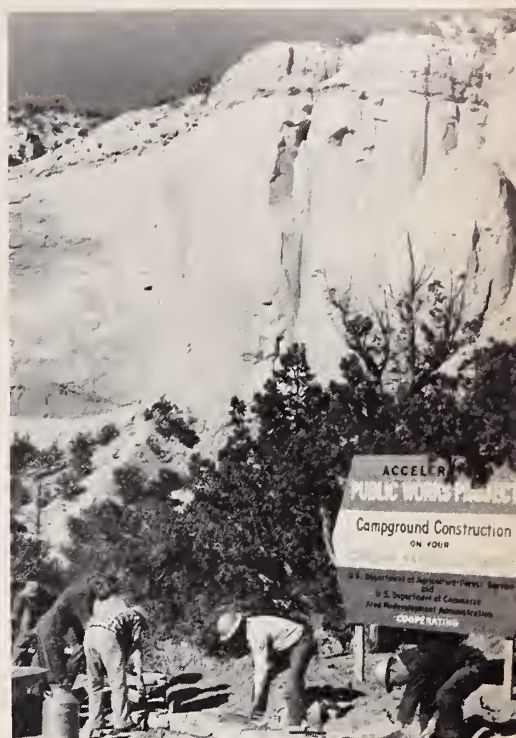
None of the single APW projects were big ones; they ranged in size from 10 to 100 men. However, on a few National Forests as many as 600 men were at work—enough to accomplish a sizable amount of work.

Even if most projects were small, in total they added up to considerable worthwhile achievements in advancing multiple use of the National Forest resources. And to the local communities, even small work projects meant a great deal.

A Michigan newspaper, in an editorial critical of some aspects of the APW legislation, made this favorable comment: "The Forest Service has shown itself very well equipped to spend APW money quickly and usefully for real public benefits. The jobs were made immediately as the money was available and the projects started. They were not boondoggling works like the leaf raking of the early WPA days of the depression, but sound projects of forest development for wood production and recreation."

Considering the numerous benefits radiating from the Accelerated Public Works activity on National Forests, it is difficult to see how public funds could have been put to more constructive use. ■

New campgrounds are being cleared and picnic tables built by men working on an APW project in the George Washington National Forest in Virginia.



APW crew improving public facilities at the Echo Amphitheater Campground on the Carson National Forest, New Mexico. It is the only stop on a long stretch of highway and was visited by 14,000 people last year.



Recreation Enterprises Play Big Part in RAD

Hosting Hunters Pyramids Benefits

THE "Custer Gameland" project paid off big for a Nebraska County's RAD Committee and Home Demonstration Clubs. They figure that more than 3,000 hunters from 28 States spent nearly \$100 apiece in the county last hunting season. That extra \$250,000 to \$300,000 in the local economy makes the project an unqualified success!

The cost of this project was only \$107.50 for printing, postage, phone calls, and other publicity. The County Extension Office served as a sort of "coordination center." Volunteers did all the work at the 12 information centers.

The Oconto Grange had tried it on a small scale in 1961. It was such a success that they decided to "go all out" last fall. Here's how it worked:

Landowners who wanted to take part signed an agreement and answered a questionnaire about such things as acreage, location, and how many hunters they could "board." Promotion was handled by the central committee. As inquiries were received, they were referred to cooperators, who handled all their own arrangements.

Hunters paid \$10 per day for room, board, and hunting privileges. Or, if they just wanted to hunt, they gave farmers a ticket (and release) they'd bought for \$1 at one of the information centers. At the end of the season the farmer turned in his tickets and was paid \$1 for each.

Quite a few host families made over \$100 a weekend. Local businessmen profited too—one restaurant owner paid his cook a \$50 bonus for heavy work 2 weekends; a service station had to put on extra help; hotels and motels were "swamped."

But it did more than just bolster the county's economy. Local people recognized their interdependence, learned to work together, and took a mutual pride in their "Custer Gameland." Another plus—it helped hunters and hosts alike to see each other's viewpoints, a 3-month long Farm-City Week!

Off and Running

Get people involved in studying their situation, problems, and potentials, and you're off to a running start in a development program. That's what Don Petman, county agent in Koochiching County, Minnesota, believes. He's got proof, too!

Petman was in charge of preparing the county's Overall Economic Development Program to qualify it for special ARA help. He set up an outline-type questionnaire to help uncover assets to be developed and liabilities to be overcome. He helped get Community Rural Area Development Committees organized and showed them how to use the outline to write an OEDP for their area.

Folks in the town of Big Falls attacked the outline with gusto. One of their goals was to develop campsites for a float fishing trip down the Big Fork River. They asked for financial assistance to prepare the campsites under the Accelerated Public Works program.

But they didn't wait for outside help. They went ahead on their own, under the chairmanship of Art Ennis, a Big Falls forester and member of the county RAD Committee on Tourism and Recreation. The Big Falls Commercial Club River Trip Committee laid out a 108-mile float trip. They installed 1-mile marker signs and sold maps so tourists could tell where they were at all times in the unblemished wilderness. They laid out a series of 10 campsites and accesses so trips could range in length from a day to a week. As an added feature, they arranged for cars to be driven downstream to be waiting for their owners at the trip's end.

An article in an auto club magazine last July resulted in 40 separate trips. Fishing was good for muskies, walleye, and northern pike. Customers were satisfied. They'll be back for more this year with their friends.

Koochiching County folks have planned similar treatment for the Little Fork River. Although they've only just started their development program, they're off to a running start—thanks to early involvement!